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1969 ANNUAL REPORT

OF THE

Alberta PUBLIC SERVICE COMMISSIONER





THE GOVERNMENT OF THE PROVINCE OF ALBERTA
PUBLIC SERVICE COMMISSIONER

ADDRESS ALL COMMUNICATIONS TO:
THE PUBLIC SERVICE COMMISSIONER
TERRACE BUILDING
EDMONTON, ALBERTA

The Honourable Raymond A. Speaker,
Minister for Personnel Administration.

Sir:

The report of the Public Service Commissioner for the calendar year ended December 31st, 1969 is forwarded for your review.

Some of the highlights of our operation were:

- a major reorganization of the Personnel Administration Office to accommodate the implementation of a decentralized personnel system.
- the conclusion of a set of negotiations with the Civil Service Association providing for a 2-year salary contract, implementation of a modified Rand formula, development of a formal grievance procedure and development of a mediation procedure.
- the negotiation and application of criteria for managerial exclusions from the collective agreement.
- the introduction of a government sponsored work-experience program with major high schools in the city of Edmonton.
- the development of our Calgary Office to full operational status for southern Alberta.

These and other developments in the personnel program are outlined and reviewed more fully in this report.

Respectfully submitted,

K. J. Robertson,
PUBLIC SERVICE COMMISSIONER.

PERSONNEL FUNCTION IN TRANSITION

In the latter half of the past decade, a trend which developed in public personnel administration saw many of the functions and some of the authority exercised by the central personnel agencies delegated back to operating departments. Operating officials in departments contended, with considerable justification, that because they were charged with the responsibility of getting the work done and securing objectives assigned to them, they required increased authority in matters of staffing and the general administration of personnel. Secondly, patronage, one of the main reasons for centralization, had long since ceased to be a problem.

In our own jurisdiction, other factors arose in support of decentralization:

- the advent of collective negotiation, and the need to administer a collective agreement, brought into sharp and immediate focus the need for the full involvement of the line supervisor and the department personnel officer
- the complexity and growth of the service during 1960-1966, from 8,000 to nearly 15,000 positions, reached the point where the personnel program, centralized as it was, was too remote from the day-to-day problems to deal effectively with situations as they arose
- the specialized resources of the central personnel office needed to be concentrated in developing new and necessary extensions to the program. Such concentration required a change in role from one of active involvement in daily transactions to a consultative relationship combined with a general concern for the development of overall policies and standards.

A decision reached by the Government in August of 1966 granted approval to the Public Service Commissioner to give effect to this approach and to accelerate the decentralization of the program in a planned and orderly fashion. In the years since 1966, the ground-

work for implementation has therefore been pursued and some of the significant inroads made include:

- discussions held at the department level with Deputy Ministers and senior branch heads to obtain feedback on the effectiveness of the personnel system
- the complete rewriting of the Public Service Act in 1968 to accommodate the change in program emphasis
- a strengthening of the personnel offices at the departmental level
- a planned exchange of personnel between the Public Service Commissioner's office and the departments in order to maximize the use of staff in the decentralization process
- a total restructuring of the Personnel Administration Office to support the decentralization program
- the development of procedures and systems to assist the process of decentralization

The conclusion of 1969 now sees us on the threshold of installing the decentralized system in some major program areas. Some of these include:

- decentralization of staff selection activities
- a phased implementation of classification decentralization
- a phased decentralization of salary administration
- decentralization of areas of personnel documentation and administrative processing
- delegation of the administration of personnel regulations
- delegation of aspects of the staff development program

As already pointed out, because of the change in program emphasis and the increasing impact of the collective bargaining process in the Public Service, 1969 also brought us to a major reorganization of the Personnel Administration Office.

The old and new organizations are shown in Appendices I and II of this report. Our new organization is designed to provide the structural and professional support required to make the program changes operational. In keeping with this objective:

- (1) Classification standards are now included in our new Employee Relations Division, together with pay research and contract administration. It is now apparent that a fully integrated classification and pay plan, for years the cornerstone of our personnel system, must give way before the demands of collective bargaining. Changes in classification standards affect pay to such an extent that the two often cannot be separated during the negotiations process. For this reason, the relationship change has been affected.
- (2) Classification allocations are now combined with the recruitment and selection function in our new Departmental Services Division. The ability to recruit and retain competent staff rests heavily on a number of variables including those of position allocation and pay setting. Aside from being administratively more efficient, we feel that the close relationship existing between these programs in our new structure will provide us with more meaningful feedback on the extent to which the system meets and is able to respond to departmental needs.
- (3) Executive Compensation is a new unit in our Departmental Services Division. The changes in employee relations have given us a group which is excluded from the collective bargaining process. This provides us with a definable "management" or "executive" group. It has always been accepted that the higher the level of a job, the greater is the influence of the incumbent. Thus, the higher levels of our integrated plan have always been the subject of conflict between the arguments of "the man

makes the job", and strict "pay for position occupied" principles of classification. The identification of an excluded group permits us to establish an executive compensation plan which will give greater recognition to individual worth and which may provide more appropriate conditions of service.

- (4) A new program involving research and systems development has been established as a major division of the Personnel Administration Office. In the process of re-organization, we have taken note of the tendency for program evaluation and development to become buried by operational requirements. By establishing a Research and Systems Development Division, we intend to provide a consultative unit where new ideas can be tested and developed and where the necessary information and communications systems may be developed to ensure that standards are maintained and the effectiveness of our programs continuously monitored. The previous Administration and Transactions program has become a part of the Research and Systems Development Division.
- (5) New programs expected to be developed in the areas of Manpower planning and Management Advisory Services will be combined with the Training and Staff Development program to form a new Organization Development Division. It is apparent that a decentralized system and a collective agreement both emphasize the need for constant training and upgrading of supervisory and management skills. It is in this area that a continuing high priority of emphasis will be required.
- (6) A member of our senior staff has been assigned as program consultant to assist in the installation of the decentralization program and to provide back up assistance to the Divisions of the Personnel Administration office.

The reports of the various operations of the Personnel Administration Office, which follow, will indicate some of the reshaping of our program and the progress of our program development during 1969.

PAY RESEARCH

In areas of Pay Research we continued our close working relationship with the Alberta Bureau of Statistics and the Alberta Personnel Associations in the gathering of wage and salary data from the private sector of the Province.

Communications with the Federal Government's Pay Research Bureau were expanded and the exchange of pay data with that agency proved extremely beneficial to both parties. A significant development in this regard was the opportunity we had of participating with the Bureau on a major pay survey of Professional class areas. The results of this joint venture will undoubtedly lead to further opportunities of joint participation, a matter of increasing importance in many areas of pay research.

The co-operation of our colleagues in other Provincial jurisdictions greatly facilitated the gathering of accurate salary data covering the public service sector. In collecting this information a significant benefit was also realized by the use of criteria, procedures, and key class listings which we had jointly developed in 1968.

Our pay research program provided the necessary data and support information required in the negotiation of salary rates with the Civil Service Association of Alberta.

CLASSIFICATION

In 1969, there was a significant increase in the kind and level of participation by the Department Personnel Officers in position classification and resurvey work. This was brought about by having additional personnel administrators available in the Departments and our efforts toward development of a decentralized classification function.

The re-organization of the Personnel Administration Office structure in October, 1969 indicates the advances made in providing the means to accommodate the implementation of decentralized classification processes. It also provides for the establishment of a wage and salary administration program suitable for the newly developing negotiation process.

A summary of position transactions and changes to the plan of classification processed during the year is included in the appendices which accompany this report.

NEGOTIATIONS

A difficult and lengthy period of negotiations was concluded in March, 1969, when agreement was reached between the Government and the Civil Service Association of Alberta on a two-year contract covering the period January 1, 1969 to December 31, 1970. Immediate salary adjustments retroactive to January 1, 1969, averaged approximately 9%; in addition, the agreement provided for a 7% increase for all classes, effective January 1, 1970.

Additional major benefits negotiated by the Association included:

- (a) Financial Security Clause — (Modified Rand Formula) which provided that employees of the bargaining unit holding membership with the Association effective March 23, 1969, would continue to pay Association dues. New employees coming into the bargaining unit would commence payment of dues effective September 1, 1969.
- (b) Formal Grievance Procedure — agreement was reached on the basic principles supporting the introduction of a grievance procedure with prescribed time limits including the composition and responsibilities of a Public Service Grievance Board.

- (c) Mediation — agreement was reached regarding revision of the Public Service Act by the 1970 Legislature to provide for the appointment of a Mediation Board to assist in resolving disputes arising from negotiations.

NEGOTIATIONS STUDY COMMITTEE

This committee under the Chairmanship of the Honourable R.A. Speaker concluded its work and was dissolved.

The committee was established at the request of the Civil Service Association to consider ways of making bargaining more effective. The committee examined in depth the problems arising from the current procedure and reviewed the state of collective bargaining in the other public services in Canada.

During the final stage of negotiations for the current agreement, the Government, in consideration of the Association's demand for dispute settlement provisions agreed to amend the Public Service Act at the 1970 Legislature. This amendment will make provisions for the appointment of a mediation board for disputes arising from negotiations.

While relations with the Association remain cordial there can be no doubt about the Association's ultimate objective of binding arbitration for the resolution of all disputes.

EXCLUSIONS FROM THE BARGAINING UNIT

The criteria for managerial exclusions was re-negotiated and applied to a much broader section of the Public Service. The Employee Relations Division met on numerous occasions with representatives from the Association with a view to concluding a revised list of

managerial exclusions. While considerable progress was made in this regard, two areas of disagreement remain which have been referred to a third party for recommendation.

RESTRUCTURING THE BARGAINING UNIT

The Civil Service Association, through amendments to its constitution, re-organized many of its executive committees and adopted a new approach to bargaining based on the division of the one overall bargaining unit into sub-units of broad occupational groupings. Accordingly, efforts toward reaching agreement on the appropriate occupational groups are currently underway, and it appears that this particular project will be concluded very soon.

TRAINING AND MANAGEMENT DEVELOPMENT

The major activities in the area of training during 1969 were centered around:

- (1) continuation of the supervisory and executive development program
- (2) rewriting of the staff development leave provisions
- (3) initiating a review of the staff development program in the Service and isolating objectives and priorities for the program's operation.

Training in supervisory principles was continued during 1969, with about 130 supervisors from various departments participating in the sessions. This program provides a general overview of techniques in supervision for present and potential supervisory personnel by teaching elements of government policy and regulation, along with basic principles of good supervisory practice.

In 1969, this program was supplemented by special seminars and courses for supervisors and middle management in such areas as human relations, communication, motivation, performance evaluation, reading improvement and understanding of the alcoholic employee. About 250 managers and supervisors participated in these sessions.

A number of in-residence, week-long courses in executive development were conducted at the Banff School of Advanced Management for officers of the Department of Lands and Forests. The advent of a distinct management group arising from the developments in the area of Employee Relations, and the changing emphasis of our personnel program serve to reinforce the priority and emphasis that needs to be directed to this level of staff development. As the tools of administration become more sophisticated and senior management jobs become increasingly more demanding in the optimum allocation of human and fiscal resources, the need to develop executives in such techniques as management by objectives, decision making, long range planning, forecasting techniques, program budgeting, organization fundamentals, and management of personnel becomes more pronounced.

In connection with this, during the month of December, Mr. R. A. Willson of Willson Associates at Banff was engaged as a consultant to conduct a two-day seminar on Management by Objectives for Deputy Ministers and members of the Executive Council. This initial seminar has since been followed up directly by the Department of Agriculture, and the matter of implementation of this approach as a management philosophy for the Department is presently being investigated with Mr. Willson.

Complete rewriting of the regulations governing staff development leave for employees of the Public Service was also undertaken and completed this past year. Some of the major changes in approach embodied in the revisions include:

- (1) a provision to extend the eligibility for staff development leave to all employees rather than only those who possess an undergraduate degree

- (2) the addition of career assignment programs (work exchange programs with other jurisdictions and private industry) to the training leave regulations
- (3) a change in the manner of calculating the amount of financial assistance granted to an employee who is sponsored for training or staff development, which more appropriately correlates to departmental needs and employee contribution rather than length of service

In keeping with our objective to decentralize the personnel program, provision was also made to delegate the administration of the staff development leave regulations to the departments and remove the previous procedure of approval by order-in-council upon recommendation of the Public Service Commissioner.

An appropriate budgeting system to provide a framework for the operation of this program is also under development and the guidelines for its operation will be a subject of consideration during the coming year.

Decentralization and change in operational emphasis, as mentioned earlier in this report, brought the Public Service Commissioner's Office to a comprehensive review of its program objectives, priorities and organizational structure in 1969. The effect of this restructuring will add programs in manpower planning and management advisory services to our present operations in training. These three functions together form the basic responsibilities of the Organization Development Division. While the program in manpower planning is still some years from implementation, it is expected that 1970 will see a further definition of the specific objectives of the management advisory services unit, and initial developmental work will be done in priority areas. Brief functional statements of these divisions are outlined in Appendix II of this report.

CALGARY OFFICE

In the last few years the Alberta Civil Service has experienced a general increase in the number of staff in southern Alberta due to the extension of government services and programs and resulting expansion and creation of branch offices.

In order to deal more directly with personnel administration problems in southern Alberta, the staff complement in Calgary was increased to three Personnel Administration Officers in the fall of 1969. Prior to this time the Calgary Office was staffed with one Personnel Administration Officer who was mainly involved with the recruitment and selection of clerical and sub-professional classes.

The previous recruitment and selection program has now been expanded to include all positions in southern Alberta. In addition, the Calgary Office has been given the responsibility to develop and conduct training seminars, supervisory training courses, classification audits and studies, employee induction programs, career promotion programs, and exit interviews, and to interpret personnel regulations and provide counselling services to supplement the role normally performed by the Departmental Personnel Officers.

Considerable effort has been expended during the past year to develop closer working relationships with departmental officials in Calgary and rural centres throughout southern Alberta. Due to the geographical distance from Edmonton many of the Branch Offices have not had the benefit of frequent contact with their Senior Departmental Officials, Departmental Personnel Officers and the Personnel Administration Office, which employees in Edmonton and surrounding district enjoy. This lack of personal contact often creates misunderstanding of the intent of personnel regulations and a feeling of isolation from the head offices in Edmonton.

One of the more gratifying developments of our closer association with department supervisors has been a considerable increase in requests for advice on various day-to-day management responsibilities such as, the preparation of organization charts, staff discipline, staff training, leadership methods, and classification problems.

While effort was spent on developing new programs, professional staff spent considerable time and effort on the recruitment and selection function. Program maintenance in the area of competitions advertised totalled 360, an increase of forty per cent over the previous year's total.

Major emphasis in 1970 will centre on the development, as far as is possible, of all aspects of our Edmonton personnel program for southern Alberta.

STAFFING

The changing emphasis in the administration of personnel programs referred to in prior year's reports gained considerable momentum during 1969. A complete review and assessment of existing programs, as well as the need for programs was undertaken during the year. As a result of this review, a significant number of new developments are now in the planning stage and are expected to become operational in early 1970.

In addition to the need for sophistication of the current systems and methods of administering on-going programs, decentralization of the selection function as well as certain aspects of classification allocation are now being programmed.

Under decentralized selection greater emphasis is being placed on the promotion of the concept of a "career service", and it is the intent of the program to exploit the internal personnel market to the greatest

possible degree. It is expected that this program when fully operational, will have a marked effect on improving employee morale, as well as being of assistance in reducing competition costs.

Market trends continued to show improvement in the numbers of qualified personnel seeking employment in the Public Service, and market indicators predict that an over-supply may soon exist in some areas. During the year a total of 1,153 open competitions were conducted to fill 1,007 positions. These figures point out that a total of 146 competitions were re-run in an attempt to recruit qualified candidates in professional and technical capacities where the supply has been limited. Included in this group were: Librarians, Chartered Accountants, Appraisers, experienced museum personnel, senior nursing personnel and Instructors for rural areas, as well as Correction Officers and clerical personnel in several rural locations.

UNIVERSITY AND TECHNICAL RECRUITMENT

The moderating trend which became noticeable during 1969 in the general employment market was also reflected in many occupational areas in our University Recruitment Program. There was a noticeable decline in the number of representatives from governments and private companies seeking personnel for junior professional positions.

Our program this year entailed recruitment at eight Canadian Universities and three Technical Institutes. A total of 478 students were interviewed and 60, out of the 102 offered employment, accepted employment in the Public Service.

HIGH SCHOOL RECRUITING

Our High School Recruitment Program was expanded in 1969 to encompass eleven city High Schools as well as the Agricultural and

Vocational Colleges at Olds, Fairview and Vermilion. This expanded program represents a further development in our relationships with the High Schools involved and has a very direct bearing on maintaining our position as a major employer of their graduates. Through this program a total of 139 students were appointed to clerical, secretarial and related positions.

HIGH SCHOOL WORK EXPERIENCE PROGRAM

A work experience program enables students who are in full time attendance at an educational institute to supplement their theoretical training by participating during an established time period in an actual work situation.

The inception of the High School Work Experience Program in 1969 must be regarded as a significant step in the enhancement of our relationship with Business Education Heads as well as a possible indication of future training and recruitment methods.

The program, which was conceived to enhance our status as an employer, was highly successful in its first year of operation. All of the objectives set were met and the results indicate not only the value of programs such as this, but the desirability of expansion and enhancement of this concept.

Our program, as well as receiving very favourable response from those associated with it, resulted in 26 out of the 30 participating students being placed in permanent positions within the Service.

As a result of the contribution this program has made in enhancing the image of Government career service, as well as its obvious success as a recruitment device in attracting top calibre students, it will be expanded in 1970 to include participation by a larger number of high schools in the Edmonton area.

1969 IN RETROSPECT

The year under review was a most important one in the history of personnel administration in the Government of Alberta. The progress made toward our objective of decentralization certainly constitutes a milestone in the development of our system.

The decision making process as it relates to the wide variety of daily personnel transactions, will be largely delegated to the Deputy Minister of each department. He in turn, with the assistance of his personnel adviser, will determine local procedures to ensure uniform application and control. This delegation will proceed in deliberate phases to ensure the ability of each department to assume the responsibility and to allow sufficient time to re-define and publish standards.

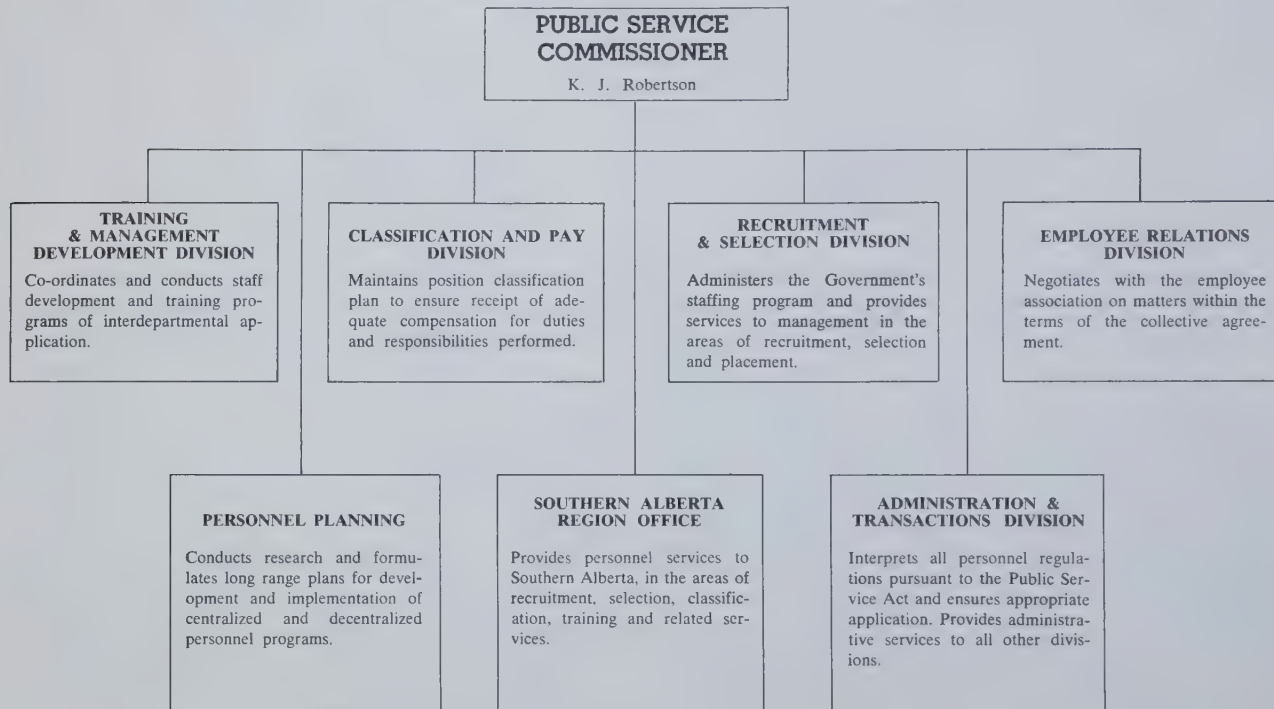
The new format should materially reduce delays of the kind associated with a highly centralized system. It will permit, in fact require the personal involvement of senior operating personnel, and better prepare us to meet the ultimate demands of a fuller degree of collective bargaining.

Some risks attend decentralization. The supervisory and managerial element will need to respond to new responsibilities. This will mean much more emphasis on management training. The response thus far from the senior management levels has been encouraging.

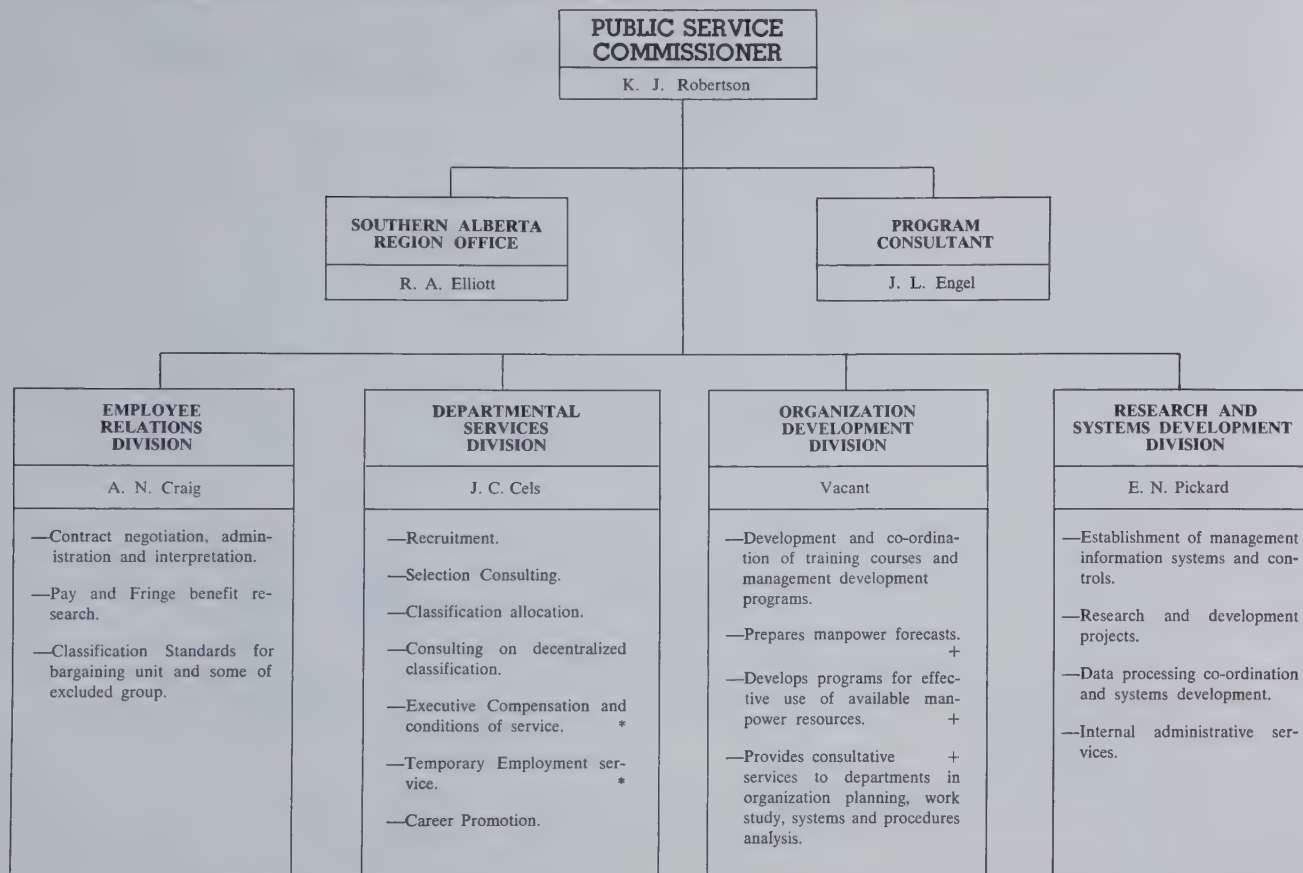
As the new system takes gradual effect the main emphasis of the Personnel Administration Office will be on the articulation of general personnel policy, the development, and monitoring of standards and in the institution of augmentative programs such as service-wide manpower planning, management advisory services and information systems.

In its new form our system will come as close to its private sector counterpart as seems possible at this time while still retaining the right of the public to seek appointment through competitive procedures.

ORGANIZATION OF THE PERSONNEL ADMINISTRATION OFFICE PRIOR TO OCTOBER 1, 1969

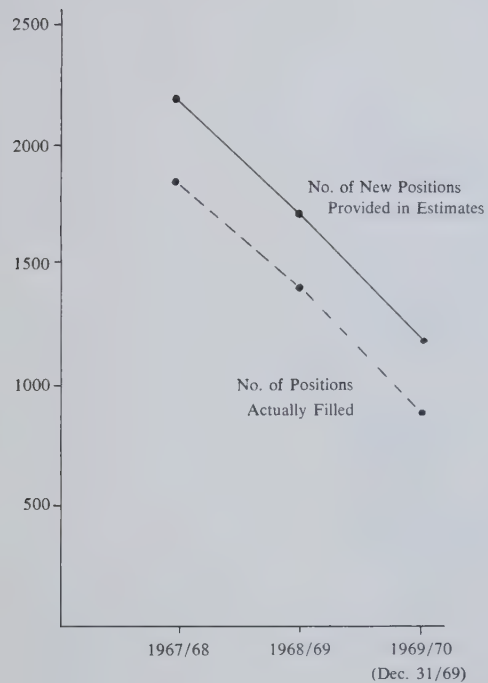


ORGANIZATION OF THE PERSONNEL ADMINISTRATION OFFICE EFFECTIVE OCTOBER 1, 1969



* under development

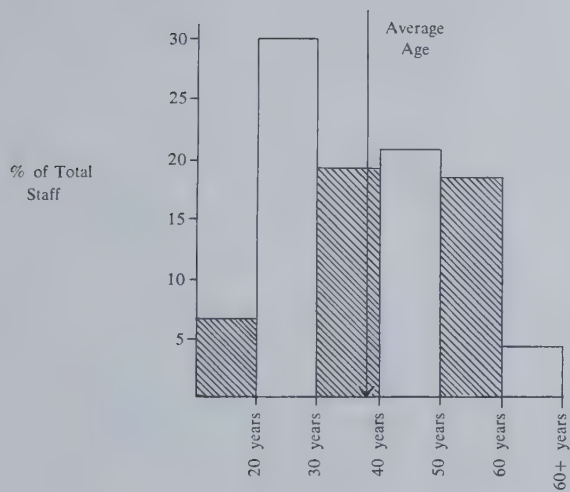
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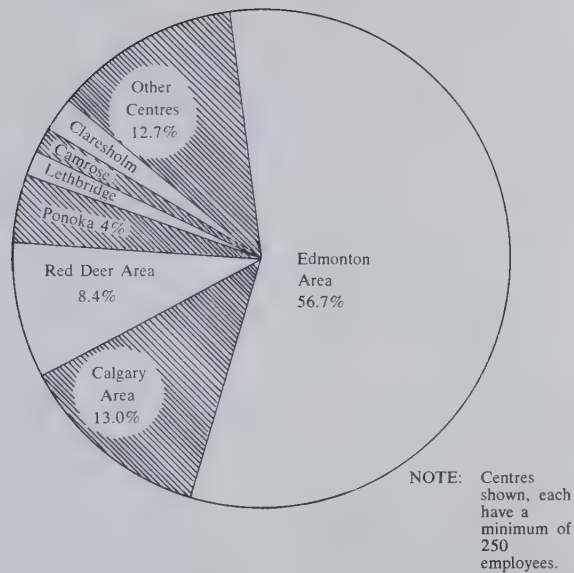
POSITION ESTABLISHMENT TREND 1967-1970



DISTRIBUTION OF EMPLOYEES BY ANNUAL SALARY



AGE DISTRIBUTION OF STAFF IN THE PUBLIC SERVICE



DISTRIBUTION OF STAFF BY GEOGRAPHIC LOCATION

Position Establishment	Provided for in 69-70 Estimates	1,143
	Established As Provided For	994
	Established by Order-in-Council	463
	Positions Abolished	402
	Net Establishment Growth	1,055
	*Total Establishment December 31, 1969	20,367
Position Classification	Positions Reviewed & Reclassified	1,197
	Positions Reviewed—Left Unchanged	357
	Appeals Received	97
	Appeals Granted	24
	Total Positions Reclassified	1,221
Staff Appointments	External Appointments by Competition	2,369
	External Appointments by Special Campaigns	199
	External Appointments by Exemption	123
	Internal Promotions by Competitions	240
	Internal Promotions without Competition	285
	Total Appointments	3,216
	*Total Public Service Staff December 31, 1969	17,460

TABLE OF PERSONNEL TRANSACTIONS — 1969

*Under purview of the Public Service Commissioner.

~~AUG 11 1976~~

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